

## LINCOLN CITY/LANCASTER COUNTY PLANNING STAFF REPORT

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**P.A.S.:** Pre-existing Special Permit 23E

**DATE:** March 20, 2002

**PROPOSAL:** To amend the special permit to allow new student housing that can accommodate 352 students; a new student campus center and library complex; and the relocation of the existing physical plant.

**CONCLUSION:** Increasing both the amount of student housing and off-street parking located on the campus to accommodate the existing student population should serve to benefit the entire neighborhood. It complies with Zoning Ordinance and is consistent with the Comprehensive Plan.

<b><u>RECOMMENDATION:</u></b>
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Conditional Approval
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### **GENERAL INFORMATION:**

**LEGAL DESCRIPTION:** See attached.

**LOCATION:** An area generally bounded by North 50<sup>th</sup> and 56<sup>th</sup> Streets, and by Huntington and Madison Avenues.

**APPLICANT/  
OWNER:** Nebraska Wesleyan University  
5000 Saint Paul Avenue  
Lincoln, NE 68504

**CONTACT:** John Sinclair  
700 Q Street  
Lincoln, NE 68508

**EXISTING ZONING:** R-6 Residential District

**EXISTING LAND USE:** University

### **SURROUNDING LAND USE AND ZONING:**

North:	Residential	R-6
South:	Residential	R-2, R-6
East:	Residential	R-2, R-6
West:	Residential, Religious Assembly	R-6

**HISTORY:** PESP#23D - Approved in August, 1998, allowed the expansion of the campus at the northwest corner to include two houses for use as “theme houses” to board up to ten students.

PESP#23B and C - Both approved in 1997, allowed for the expansion of the campus at North 53<sup>rd</sup> Street and Huntington Avenue for off-street parking, and to allow the use of a house at North 56<sup>th</sup> Street and Huntington Avenue as a health center, respectively.

PESP#23A - Approved in 1984, allowed for additional off-street parking and for a new health and fitness center. Special Permits for parking on the western and northern perimeters of the campus were also granted in 1978, 1984 and 1985.

**COMPREHENSIVE PLAN SPECIFICATIONS:** Shown as public and semi-public in the 1994 Comprehensive Plan. The 1987 University Place Neighborhood Plan, a subarea plan of the Comprehensive Plan, encourages the neighborhood to work with the University to create additional off-street parking, and implement measures to preserve the existing housing stock. The Plan does not specifically address the boundaries of the Wesleyan Campus, or expansion of the campus.

**UTILITIES:** Either privately owned or available to the site.

**TRAFFIC ANALYSIS:** A detailed analysis was not required. An increase in the student population is not anticipated - construction of the proposed facilities is intended to accommodate the existing student body.

**ANALYSIS:**

1. There are three components to this request:
  - a. Creation of student housing capable of accommodating up to 352 students along with 200 new off-street parking spaces located near the northeast corner of the campus. Construction of these housing units and parking areas will require the removal of the baseball diamond (to be relocated off-campus) and the President’s House.
  - b. Construction of a Campus Center/Library Complex which will replace the current student union and require the relocation of the existing physical plant.
  - c. Designation of two alternate sites for the relocation of the physical plant.
2. The intent of this amendment is to define building envelopes for the proposed projects to allow flexibility in the actual layout of buildings and parking lot design. While not a requirement, the University is encouraged to develop a campus master plan that can

show anticipated changes and the future layout for the campus. If such a master plan were approved as an amendment to this pre-existing special permit, future amendments for projects already part of the master plan would not be necessary. Such a plan has the benefit of providing a better understanding of the long-term goals and plans of the University, versus the incremental change that has occurred. This would also allow the stakeholders an opportunity to participate in the long-range campus planning process and provide an additional forum for the larger issues affecting the neighborhood to be considered in the broader context.

3. All proposed improvements are located on the campus proper, that being the area bounded by North 50<sup>th</sup> and 56<sup>th</sup> Streets, and by Huntington and Madison Avenues.
4. Wesleyan is adopting a mandatory three-year residency requirement beginning in the fall of 2004. As a result, the housing and parking projects are not being planned to accommodate an increase in the student population but to serve the existing student body.
5. The creation of additional off-street parking on the campus is consistent with the University Place sub-area plan which recognized the need for more parking in this area. This project should serve to ease the parking congestion in this area by creating 200 additional spaces on campus.
6. The additional 352 housing units on campus should also serve to reduce daily vehicle trips to and from the campus by allowing a larger percentage of the students to remain on campus.
7. The sub-area plan for University Place encouraged down-zoning in the neighborhood surrounding Wesleyan to help preserve the existing housing stock. The intent was to discourage the replacement of single-family dwelling units with multiple-family structures. The creation of additional student housing units on campus is consistent with this goal and may serve to reduce the need for additional apartments in the area.
8. Landscaping must be provided consistent with the City of Lincoln Design Standards. This landscape plan must be submitted and approved prior to issuance of a building permit. It will need to show both existing and proposed plants.
9. At the request of the neighbors, the dormitories to be located where the ball diamond currently exists have been reconfigured into a "L" shape, versus having both buildings face Madison Avenue. This is the more preferable layout as it presents a decreased building silhouette along Madison Avenue and reduces the impact upon the homes to the north.

**CONDITIONS:**

Site Specific:

1. This approval permits new student housing capable of accommodating up to 352 students along with 200 new off-street parking spaces located near the northeast corner of the campus, a Campus Center/Library Complex which will replace the current student union and, designation of two alternate sites for the relocation of the physical plant.

General:

2. Before receiving building permits:
  - 2.1 The permittee shall complete the following instructions and submit the documents and plans to the Planning Department office for review and approval.
    - 2.1.1 A reproducible final site plan with 5 copies as approved.
  - 2.2 The construction plans comply with the approved plans.

**STANDARD CONDITIONS:**

3. The following conditions are applicable to all requests:
  - 3.1 Before occupying these structures all development and construction is to comply with the approved plans.
  - 3.2 The site plan accompanying this permit shall be the basis for all interpretations of setbacks, yards, locations of buildings, location of parking and circulation elements, and similar matters.
  - 3.3 This resolution's terms, conditions, and requirements bind and obligate the permittee, its successors and assigns.
  - 3.4 The applicant shall sign and return the letter of acceptance to the City Clerk within 30 days following the approval of the special permit, provided, however, said 30-day period may be extended up to six months by administrative amendment. The clerk shall file a copy of the resolution approving the special permit and the letter of acceptance with the Register of Deeds, filing fees therefor to be paid in advance by the applicant.

4. The site plan as approved with this resolution voids and supersedes all previously approved site plans, however all resolutions approving previous permits remain in force unless specifically amended by this resolution.

Prepared by

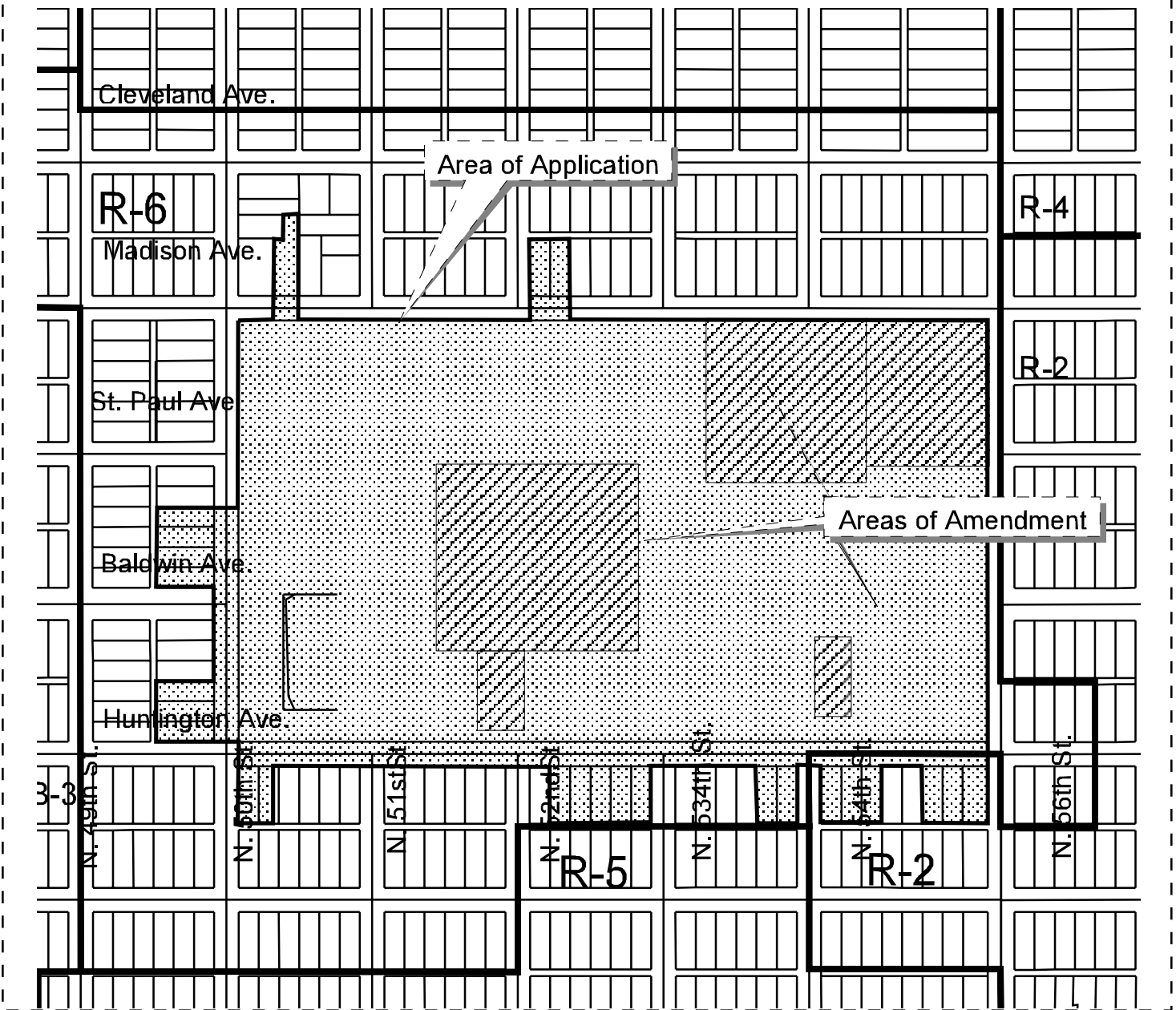
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Brian Will, AICP  
Planner



**Pre-Existing Special Permit #23E**  
**N. 50th & Huntington Ave.**  
**Nebr. Wesleyan University**

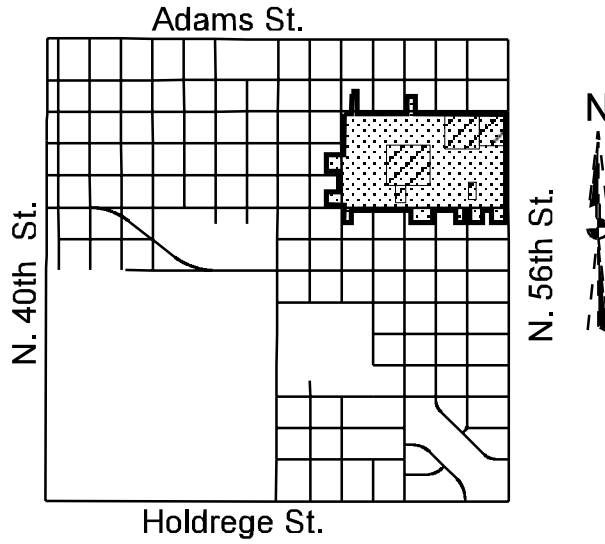
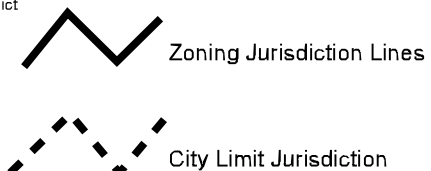




**Pre-Existing Special Permit #23E**  
**N. 50th & Huntington Ave.**  
**Nebr. Wesleyan University**

- Zoning:**
- R-1 to R-8 Residential District
  - AG Agricultural District
  - AGR Agricultural Residential District
  - R-C Residential Conservation District
  - O-1 Office District
  - O-2 Suburban Office District
  - O-3 Office Park District
  - R-T Residential Transition District
  - B-1 Local Business District
  - B-2 Planned Neighborhood Business District
  - B-3 Commercial District
  - B-4 Lincoln Center Business District
  - B-5 Planned Regional Business District
  - H-1 Interstate Commercial District
  - H-2 Highway Business District
  - H-3 Highway Commercial District
  - H-4 General Commercial District
  - I-1 Industrial District
  - I-2 Industrial Park District
  - I-3 Employment Center District
  - P Public Use District

One Square Mile  
 Sec. 17 T10N R7E



**Nebraska Wesleyan University  
Special Permit Application  
Statement of Purpose**

February 21, 2002

*Supplemental Information Dated February 22, 2002 is in bold italicized letters*

The application for special permit that is being submitted is requested on behalf of Nebraska Wesleyan University to allow them to develop three building expansion projects envisioned to occur over the next ten years. Each of these projects is needed to allow the University to provide the type of services desired by the student population of the early 21<sup>st</sup> century. Being a 'land locked' campus, Wesleyan strives continually to provide academically competitive facilities within the confines of a limited physical campus 'footprint'.

**PURPOSE #1**

While the University does not envision major growth in its student population numbers within the next ten years, it does plan on going to a mandatory three year 'on-campus' residency requirement beginning in the fall semester of the 2004 academic year. To accommodate this increased residential need, they would like to construct two (2) Student Housing buildings located approximately where the current baseball field is and six (6) additional Student Housing buildings on the property at the southwest corner of 56<sup>th</sup> and Madison streets which currently holds the former 'President's Residence'. The Special Permit Drawing identifies the location of the two projects as Development Envelope "A" and the location of the six other buildings as Development Envelope "B".

**DEVELOPMENT ENVELOPE "A"**

This portion of the campus is currently occupied by the facilities serving the baseball program at the University. It is a level piece of ground with its north boundary facing the residential development along Madison Street. The Student Housing planned at this location is envisioned to be designed to accommodate up to 200 students (including resident assistants and one to two professional full time 'live-in' staff) and various support functions such as laundry, computer study spaces and resident lounges. The University desires that these buildings be constructed with a character that will be both collegiate and residential in nature. Nebraska Wesleyan University has a long tradition of building quality long-term facilities and these proposed Student Housing buildings will build upon that precedent. These buildings are planned to be three stories in height and will be designed for use by students in their sophomore and junior years of college.

With the increase of on-campus living, and recognizing the desire by the adjacent neighborhoods to reduce on street parking by students, Nebraska Wesleyan University would like to build additional surface parking for two hundred (200) vehicles adjacent to these two new housing buildings.

*The drawings that accompany this submittal are intended to show only a conceptual layout of student housing and parking area, final design may vary. Landscape screening will be designed to city standards for parking and building.*

FEB 21 2002

COLON CITY/LANCASTER CO.  
PLANNING DEPARTMENT



#### DEVELOPMENT ENVELOPE "B"

This portion of the campus is currently the location of the former "President's Residence". This single level ranch style home will be removed to allow for the construction of six to seven Student Housing buildings, designed to accommodate 144 students plus possibly one professional 'live-in' staff. This housing is envisioned to be three stories in height and will be designed for use by students in their junior and senior years of college.

*The drawings that accompany this submittal are intended to show only a conceptual layout of the student housing area, final design may vary. Landscape screening will be designed to city standards for buildings.*

#### PURPOSE #2

In conjunction with the development of new Student Housing facilities, Nebraska Wesleyan University plans to construct a new "Campus Center / Library Complex" (CCLC) which will integrate the traditional academic learning function of their Library with the social learning aspects of their Student Union. This facility will be a model for other liberal arts institutions and when implemented will result in the creation of a new facility that will both remodel the existing library and provide a new addition. The full implementation of this facility will replace the current Student Union & adjacent Power Plant with a new landscaped student commons area directly to the north of the new CCLC.

#### DEVELOPMENT ENVELOPE "C"

This portion of the campus is currently occupied by the Library, Student Union and Heating Plant facilities. The CCLC that is proposed will include approximately 130,000 square feet of construction (60,000 of renovated Library & 70,000 of new Student Center functions) including campus dining, library services, bookstore, post office, game rooms, student organization offices, health services and a wide variety of lounge and meeting spaces. Once the CCLC is constructed, the existing Power Plant and Student Union will be removed to transform this part of the campus into an inviting large-scale 'social' green space. Currently referred to as the 'ellipse', this exterior space is envisioned to provide the emblematic figural space so much needed at the heart of the campus.

The design of the CCLC will derive its character from the traditional architectural imagery of the campus' pre-World War II buildings. It will also fulfill the desire expressed by the student body to have an architectural manifestation that visually and functionally celebrates the intellectual, spiritual and social aspects of the institution in a significant manner.

*The drawings that accompany this submittal are intended to show only a conceptual layout of the CCLC area, final design may vary. Landscape screening will be designed to city standards for buildings.*

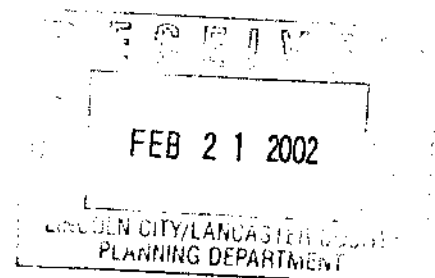
FEB 21 2002

LINCOLN CITY/LANCASTER CO.  
PLANNING DEPARTMENT

DEVELOPMENT ENVELOPES "D"

These two areas on the campus have been defined as the probable locations under consideration for the proposed new Central Heating Plant. Though not yet designed, preliminary calculations estimate its size at approximately 10,000 sq. feet of enclosed facility on two levels. Its physical appearance will be designed to integrate with the other significant campus buildings, i.e. red brick veneer with perhaps some stone accents.

*The drawings that accompany this submittal are intended to show only a conceptual layout of the Central Heating Plant area. The final design may vary. Landscape screening will be designed to city standards for buildings.*



March 20, 2002

Brian Will, AICP  
Lincoln/Lancaster County Planning Department  
Suite 213  
555 South 10<sup>th</sup> Street  
Lincoln, NE 68508

Re: Pre-Existing Special Permit 23D  
Supplemental Information to February 22, 2002 Submittal  
Nebraska Wesleyan University  
Lincoln, Nebraska

Brian:

This letter will serve as our formal response to staff review comments received from Dennis Bartels (Engineering Services) and Mark Canney (Parks & Recreation) relative to our original Application For A Special Permit submittal dated February 21, 2002 on behalf of Nebraska Wesleyan University.

Dennis Bartels Memo dated 03-04-02

1. As Dennis mentions, this application is conceptual in nature, rather than engineering specific. We are asking for a modification of the existing special permit to allow for the inclusion of three new 'future' buildings, none of them designed at this point in time. Application for any building permit on these future buildings will be made in conformance with all City Engineering design criteria in force at the time of application relative to surface drainage, new utility extensions or connection to existing utilities. In a phone conversation with Dennis, subsequent to his memo to you, I assured him that this application was not requesting any additional curb-cuts along the west side of 56<sup>th</sup> Street from Huntington on the south to Madison on the north. Development Zone "A" for Student Housing and additional off-street parking is currently in schematic design to allow for an anticipated completion of design and bidding documents once the Special Permit has been reviewed and approved by the Planning Commission. Under separate cover, I am enclosing a schematic drawing indicating the current status of the proposed design, both in terms of building placement and parking arrangement. Though by no means finalized, I trust that this drawing will assist in evaluating the application we have submitted.
2. Concerning the proposed inclusion of up to 200 off-street parking stalls, it is important to understand that the number of students on campus is not envisioned to increase as a result of the new student housing proposed in this application. NWU intends to maintain its current level of undergraduate enrollment. Accordingly, there will be no increase in the number of students

on campus as a result of the new residential facilities. Those facilities are intended to increase the percentage of students who live on campus. The main purpose for requesting approval of the off street lot is to decrease parking congestion on the public streets surrounding the campus. Relative to Dennis' request for a parking study, an approved parking study document is not available at this point in time. However, Nebraska Wesleyan University's Parking Committee is in the process of developing new parking policies and procedures to further encourage students, faculty, and staff to more fully utilize existing parking lots, thereby marginally relieving street parking congestion. We trust that Nebraska Wesleyan University's goal of getting more student cars off the public streets is one that will be shared, and hopefully encouraged, by those in the Public Works involved in transportation planning. The drawing referenced in question #1 above may also shed light on the statements brought forward in Dennis' memo.

Mark Canney Memo dated 03-04-02

1. I had a telephone discussion with Mark on 3-12-02 to clarify that this application was one seeking approval of 'Development Zones' for future construction projects. Mark stated that his concern was that any future construction in these zones would be designed in coordination with the Parks & Recreation Department's Street Tree Policy for both new plantings &/or removal of any existing trees in the public right of way. I assured him that this was certainly the intention and desire of Nebraska Wesleyan University. Mark said that this was satisfactory in terms of responding to his concerns at this point in time.

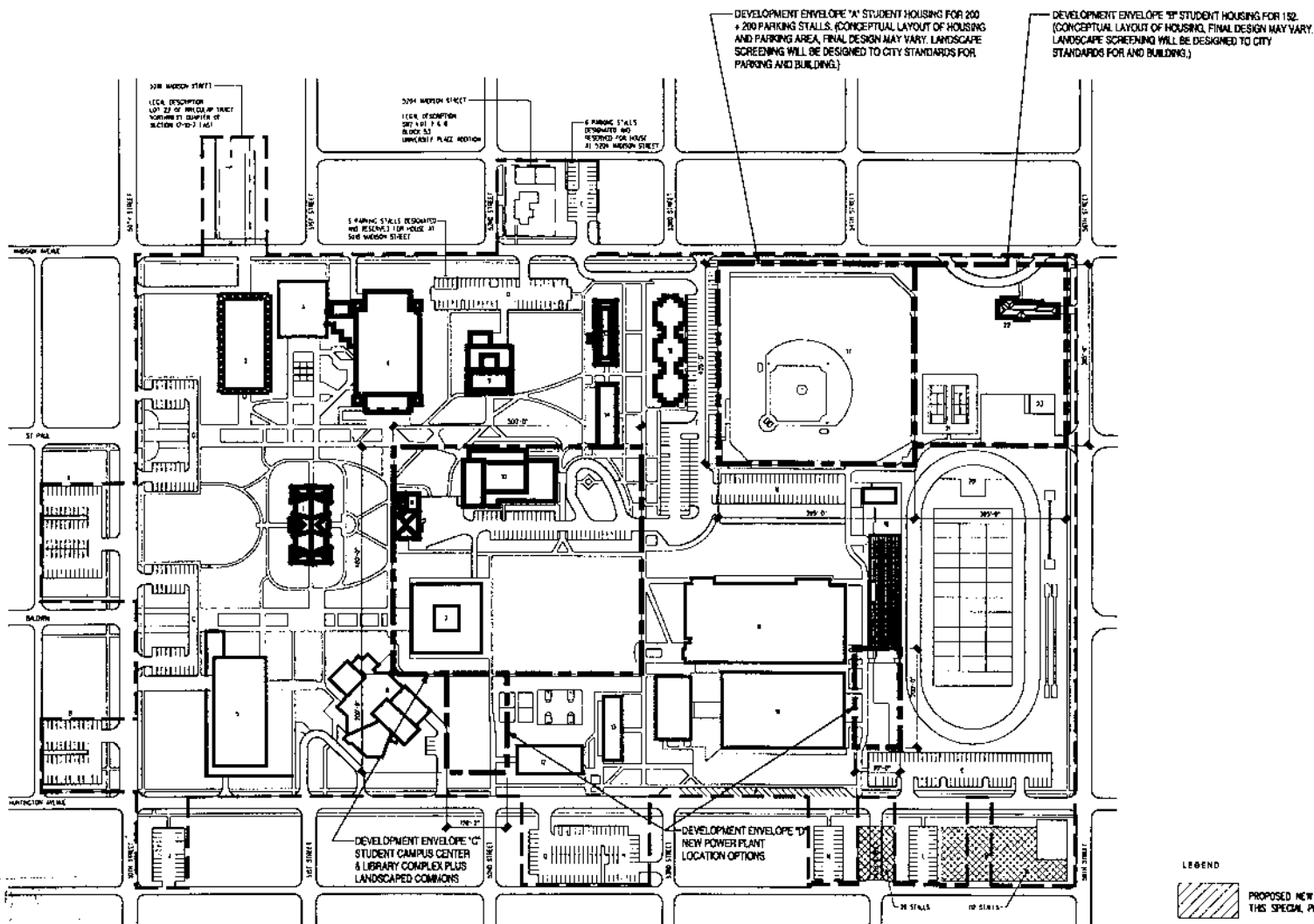
Please let me know if you need other information items or clarifications to what we have submitted. It is our understanding that the hearing in front of the Planning Commission is still scheduled for April 3, 2002.

Sincerely,

John E. Sinclair AIA  
For the Firm

encl.

pc: Marc Chauche (NWU)  
Holly Baete (NWU)  
Boyd Batterman (Sampson Construction)



FEB 21 2002

CITY OF LANCASTER  
PLANNING DEPARTMENT

NEBRASKA WESLEYAN UNIVERSITY PRE-EXISTING SPECIAL PERMIT 23D  
2/22/02

Existing Campus Plan  
No Scale

SINCLAIR|hille  
architects



## **Wesleyan Properties**

**Property:**

1) 5007 Huntington Ave.

2) 5219 Huntington Ave.

3) 5335 Huntington Ave.

4) 5343 Huntington Ave.

5) 5419 Huntington Ave.

6) 5445 Huntington Ave.

7) 5451 Huntington Ave.

8) 5457 Huntington Ave.

9) 4826 Madison Ave.

10) 5018 Madison Ave.

11) 2517 North 50<sup>th</sup> Street

12) 54<sup>th</sup> & Huntington Ave.

13) 50<sup>th</sup> & Huntington Ave.

14) 50<sup>th</sup> (and Old Main)

15) 5000 St. Paul Ave.

16) 5204 Madison Ave.

**Legal Description:**

UNIVERSITY PLACE BLOCK 97 LOTS 5 & 6 EX E12'

UNIVERSITY PLACE BLOCK 99 LOTS 1 THUR 5

UNIVERSITY PLACE BLOCK 100 LOT 2

UNIVERSITY PLACE BLOCK 100 LOT 1

UNIVERSITY PLACE BLOCK 101 LOT 6

UNIVERSITY PLACE BLOCK 101 LOT 3

UNIVERSITY PLACE BLOCK 101 LOT 2

UNIVERSITY PLACE BLOCK 101 N75' LOT 1

UNIVERSITY PLACE BLOCK 49 LOT 10

IRREGULAR TRACT LOT 22 NE 17-10-7

UNIVERSITY PLACE BLOCK 77 S3' E92' LOT 2 & ALL LOT 3

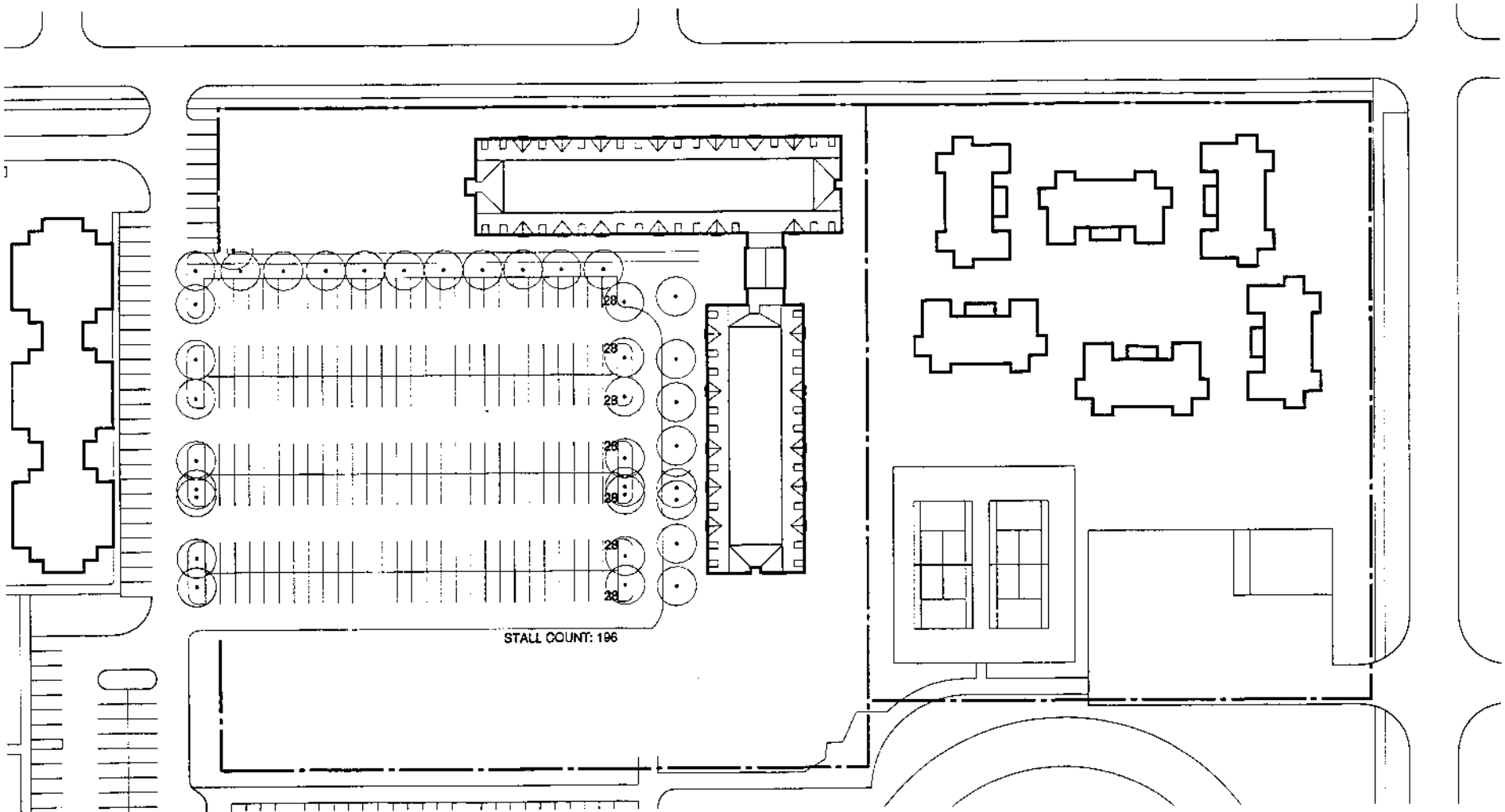
UNIVERSITY PLACE BLOCK 101 LOTS 7 & 8  
Parcel ID: 17-17-227-017-000

UNIVERSITY PLACE BLOCK 85 LOTS 4, 5 & 6  
Parcel ID: 17-17-220-010-000

UNIVERSITY PLACE BLOCK 77 LOTS 4, 5 & 6  
Parcel ID: 17-17-217-010-000

IRREGULAR TRACT BETWEEN 50TH & 56TH STREETS  
& BALDWIN & HUNTINGTON AVENUES NE 17-10-7

UNIVERSITY PLACE BLOCK 53 S92' LOTS 7 & 8



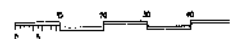
STALL COUNT: 196

**Preliminary Site Layout**

Scale - 1" = 60'-0"

Date - 03.21.02

**Nebraska Wesleyan University**  
Student Housing





# M e m o r a n d u m

MAR - 5 2002

**To:** Brian Will, Planning

**From:** Dennis Bartels, Engineering Services

**Subject:** Nebraska Wesleyan University Amendment to Pre-Existing Special Permit 23E

**Date:** March 4, 2002

**cc:** Roger Figard  
Randy Hoskins  
Virendra Singh

Engineering Services has reviewed the plans for the revisions to the pre-existing special permit for Nebraska Wesleyan and has the following comments:

1. The plans submitted are conceptual and do not show any details concerning proposed or existing utilities, proposed parking and access to surrounding streets and no information concerning how the area will be graded or how drainage will be handled. Without more detail, there is nothing to comment upon concerning Public Works issues.
2. Statements on the plan indicate an additional 352 living units with 200 additional parking stalls. Public Works has no information concerning typical parking demand on the campus. We have no information concerning the adequacy of existing parking for student residents or the projected additional demand that would be created by the additional living units. A parking study will be needed to obtain this information. A parking study should be required with this submittal.

**LINCOLN-LANCASTER COUNTY HEALTH DEPARTMENT  
INTER-OFFICE COMMUNICATION**

**TO:** Brian Will

**DATE:** 03/05/2002

**DEPARTMENT:** Planning

**FROM:** Chris Schroeder

**ATTENTION:**

**DEPARTMENT:** Health

**CARBONS TO:** Bruce Dart, Director  
EH File  
EH Administration

**SUBJECT:** SP #PESP23E

The Lincoln-Lancaster County Health Department (LLCHD) has reviewed the application for special permit #PESP23E with the following noted:

- The accompanying documentation with the special permit application indicates that a building will be removed to allow for future development. The term "removed" is somewhat ambiguous regarding whether demolition or moving of this structure will take place. If demolition of any part of this structure will take place, prior to demolition, an asbestos survey must be conducted for the structure and ten or more working days prior to demolition a notification of demolition must be provided to the LLCHD. These are federal Environmental Protection Agency (EPA) requirements related to asbestos removal/demolition activities. Documentation related to this matter should be submitted to Harry LeDuc with the LLCHD at 3140 N Street, Lincoln, NE 68510. Mr. LeDuc can be contacted at 441-8034.
- The accompanying documentation with the special permit application indicates that a new heating plant will be constructed in the proposed development envelope "D". Because this is an air pollution source, Gary Walsh with the LLCHD Air Pollution Control Section, should be contacted at 441-8039 to determine if an air pollution construction permit will be required before construction can begin.
- All wind and water erosion must be controlled during construction. The Lower Platte South Natural Resources District should be contacted for guidance in this matter.
- During the construction process, the land owner(s) will be responsible for controlling off-site dust emissions in accordance with Lincoln-Lancaster County Air Pollution Regulations and Standards Article 2 Section 32. Dust control measures shall include, but not limited to application of water to roads, driveways, parking lots on site, site frontage and any adjacent business or residential frontage. Planting and maintenance of ground cover will also be incorporated as necessary.

# Memo



**To:** Brian Will, Planning Department

**From:** Mark Canney, Parks & Recreation

**Date:** March 20, 2002

**Re:** Nebraska Wesleyan University SP PESP23

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Staff members of the Lincoln Parks and Recreation Department have conducted a plan review of the above-referenced application/proposal and have the following comments:

1. A landscape plan showing existing and proposed plant material must be submitted for review prior to issuance of the building permit.

If you have any additional questions, comments or concerns, please feel free to contact me at 441-8248. Thank you.